

Message Text

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STADIS//////////

FOR S/P: LAKE AND AF:MOOSE FROM AMBASSADOR PALMER

E.O. 11652: N/A
TAGS: ECON, TO
SUBJECT: FOREIGN ECONOMIC POLICY TOWARDS AFRICA

1. EMBASSY LOME WELCOMES OPPORTUNITY TO COMMENT ON LONG
RANGE ECONOMIC POLICY TOWARDS AFRICA.

2. WE AGREE IN PRINCIPLE ON THE NEED TO SUPPLEMENT THE
BASIC HUMAN NEEDS ORIENTATION OF OUR ASSISTANCE POLICY WITH
AN INCREASED EMPHASIS ON INFRASTRUCTURE AND, IN SOME CASES,
BUDGET SUPPORT. TOGO, HOWEVER, HAS BEEN SUCCESSFUL IN
FINDING SUBSTANTIAL SUPPORT FOR INFRASTRUCTURE FROM OTHER
DONORS. FOR EXAMPLE, THE GERMANS HAVE FINANCED BOTH THE
INITIAL CONSTRUCTION AND A SECOND PHASE EXPANSION OF THE
PORT OF LOME; A THIRD TRANCHE OF GERMAN ASSISTANCE IS UNDER
CONSIDERATION. THE EUROPEAN DEVELOPMENT FUND HAS FUNDED
THE IMPROVEMENT AND SURFACING OF THE VITAL NORTH-SOUTH
HIGHWAY. THE ROAD WILL BE MACADAMIZED TO THE UPPER VOLTA
BORDER IN 1980. THE FRENCH ARE ACTIVE IN COMMUNICATIONS
INFRASTRUCTURE.

3. NEVERTHELESS, THERE ARE TWO PROMISING AREAS FOR POSSIBLE
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US INVOLVEMENT IN INFRASTRUCTURE PROJECTS: INTEGRATED WATER
MANAGEMENT OF TOGO'S THREE MAJOR RIVER SYSTEMS: THE OTI,
AND MO AND THE MONO; AND THE DEVELOPMENT OF ACCESS ROADS IN
SEVERAL ISOLATED AREAS OF TOGO, SUCH AS THE EAST MONO REGION.
SINCE AID GUIDELINES HAVE MADE IT IMPOSSIBLE EVEN TO CONSIDER
MOST INFRASTRUCTURE PROJECTS, WE HAVE ONLY A SKETCHY NOTION OF
TOGOLESE PLANS IN THESE SECTORS. TOGO HAS, HOWEVER, ASKED US

TO FINANCE SURVEYS IN THE ONCHOCERCIASIS-FREED AREAS OF THE OTI RIVER IN PREPARATION FOR SUBSTANTIAL IRRIGATION PROJECTS. WE ARE ALSO INVOLVED THROUGH OUR SELF-HELP FUND WITH A FARM-TO-MARKET ROAD ON THE AKPOSSO PLATEAU. THROUGH THESE ACTIVITIES, WE KNOW THE TOGOLESE ARE INTERESTED IN ACTIVELY PURSUING SURFACE WATER MANAGEMENT AND OPENING UP ISOLATED REGIONS.

4. LOOKING FURTHER AHEAD THERE IS A CLEAR NEED FOR BETTER INFRASTRUCTURE LINKING THE SAHEL WITH THE PORTS OF WEST AFRICA, SUCH AS LOME, IF THE SAHEL DEVELOPMENT PROGRAM IS TO BE SUCCESSFUL. ONE INDICATION OF THE NEED IS THAT EACH YEAR EMERGENCY FOOD ASSISTANCE TO THE SAHEL COUNTRIES LEADS TO TIE UPS IN ALL WEST AFRICAN PORTS AND SEVERELY STRAINS TRANSPORTATION LINKS INLAND. IF THE SAHEL DEVELOPMENT PROGRAM IS TO SUCCEED, BETTER PORTS, ROADS AND RAILROADS TYING THE WEST AFRICAN REGION TOGETHER WILL BE NECESSARY.

5. LOME IS THE SITE OF TWO MAJOR AFRICAN REGIONAL ORGANIZATIONS: THE WEST AFRICAN DEVELOPMENT BANK (BOAD) AND THE ECOWAS FUND. IN LARGE PART THE STRENGTH OF THESE ORGANIZATIONS LIES IN THEIR AFRICAN CHARACTER. THUS, WHILE WE FULLY SUPPORT REGIONAL ECONOMIC DEVELOPMENT AND INTEGRATION, WE SHOULD BE CAREFUL THAT THE INITIATIVE FOR ANY US SUPPORT COMES FROM THE ORGANIZATIONS THEMSELVES. WE SHOULD, OF COURSE, BE READY TO RESPOND AS FULLY AS POSSIBLE TO LEGITIMATE REQUESTS, BUT WE SHOULD AVOID DOMINATING THE LIMITED OFFICIAL USE

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ORGANIZATIONS, AS WE HAVE THE ENTENTE FUND, TO SUCH AN EXTENT THAT THEIR AFRICAN CHARACTER IS COMPROMISED.

6. IN THE ABS FOR FY 80 WE PROPOSED BUDGET SUPPORT FOR MINISTRY OF HEALTH'S RURAL PRIMARY HEALTH CARE PROGRAM. WE SEE THIS AS AN IMPORTANT COMPLEMENT TO PROJECT ASSISTANCE IN THE BHN AREA. LIKE SOME OTHER AFRICAN COUNTRIES, TOGO HAS REACHED THE STAGE WHERE A RUDIMENTARY SYSTEM OF HEALTH CARE DELIVERY HAS BEEN INSTALLED IN ALMOST ALL REGIONS. THE SYSTEM, HOWEVER, FUNCTIONS HALTINGLY FOR LACK OF TRAINED PERSONNEL, ESSENTIAL SUPPLIES, AND TRANSPORTATION SUPPORT AND PHYSICAL INFRASTRUCTURE. WE BELIEVE THE MOST EFFECTIVE WAY TO HAVE A SUBSTANTIAL AND IMMEDIATE IMPACT IN THE HEALTH SECTOR IS TO GIVE THE TOGOLESE THE BUDGETARY SUPPORT TO CONTINUE IN THE DIRECTION THEY HAVE ALREADY BEGUN.

7. MISSION THINKING HAS BEEN PRIMARILY CONCERNED WITH GETTING STARTED A BHN-ORIENTED BILATERAL PROGRAM WITH AN ANNUAL TRANSFER OF RESOURCES OF UPWARD OF \$5 MILLION. SUCH A GOAL, WE BELIEVE, IS ESSENTIAL TO ESTABLISH THE US AS A RESPONSIBLE, LONG TERM PARTNER IN TOGO'S DEVELOPMENT EFFORTS.

BEYOND THE IMMEDIATE AIM OF GETTING A RESPECTABLE BILATERAL PROGRAM GOING, WE HOPE TO CREATE MODELS FOR FUTURE REPLICATION. FOR EXAMPLE, IF THE RURAL WATER SUPPLY PROGRAM NOW BEING DESIGNED -- WHICH IS TO BE CONFINED TO THE SAVANNAH REGION OF TOGO -- PROVES TO BE SUCCESSFUL, WE WOULD HOPE TO EXTEND THE PROGRAM IN OTHER WATER-SHORT REGIONS. IN THE SAME MANNER, IF US FUNDED AND ENTENTE FUND MANAGED SCHEMES AIMED AT INCREASING FOOD PRODUCTION AND RURAL INCOMES IN TWO AREAS PROVE SUCCESSFUL, WE WOULD HOPE TO SEE THE SAME APPROACH APPLIED TO OTHER LOCALITIES.

8. TOGOLESE TRADE WITH THE US IS SO LIMITED THAT WE DO NOT SEE MUCH SCOPE FOR USEFUL RESOURCE TRANSFER THROUGH EITHER TRADE PREFERENCES OR COMMODITY AGREEMENTS. TOGO'S MAJOR LIMITED OFFICIAL USE

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EXPORT, PHOSPHATE, IS SOLD IN EUROPE IN COMPETITION WITH US PRODUCTS. WITHOUT CONCESSIONARY ASSISTANCE, THE INDUSTRY IS IMPROVING ITS EXTRACTION CAPACITY AND PLANS IN THE NEAR FUTURE TO BEGIN CONSTRUCTION OF A PLANT FOR PRODUCING SUPERPHOSPHATES AND FERTILIZERS. AN AGREEMENT STABILIZING THE COCOA MARKET WOULD BE USEFUL; BUT GIVEN TOGO'S RELATIVELY SMALL PRODUCTION, IT IS NOT CRUCIAL. MUCH OF TOGO'S EXPORT TRADE IS COVERED BY THE EEC-ACP LOME CONVENTION. TOGO WOULD BENEFIT BY ANY SWEETENING OF PREFERENCES UNDER A REVISED AGREEMENT.

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9. FROM 1967 TO 1977 ALL NEW US ASSISTANCE TO TOGO WAS IN THE FORM OF REGIONALLY ADMINISTERED PROJECTS. THIS EXPERIENCE SHOWS THAT THE USE OF REGIONAL FUNDING MECHANISMS GREATLY COMPLICATES THE DESIGN OF THE COHERENT COUNTRY STRATEGY FOR DEVELOPMENTAL ASSISTANCE AND TECHNOLOGY TRANSFER. WE DO NOT DOUBT THAT SOME TYPES OF PROGRAMS ARE BEST HANDLED ON A REGIONAL BASIS. ONE OF AID'S MOST SUCCESSFUL PROGRAMS IS THE REGIONAL ROAD MAINTENANCE TRAINING CENTER LOCATED IN LOME, WHICH HAS NOW BEEN COMPLETED AFRICANIZED AND OPERATES WITHOUT FOREIGN AUSTANCE. WE SHOULD HOPE, HOWEVER, THAT REGIONAL PROJECTS WOULD ONLY BE UNDERTAKEN TO MEET SPECIFIC SITUATIONS AND IN RESPONSE TO VALID AFRICAN REQUESTS. FOR PRACTICAL REASONS THE BULK OF DEVELOPMENT ASSISTANCE SHOULD FLOW THROUGH BILATERAL CHANNELS WITH COORDINATION AND PROGRAM FORMULATION THE SPECIFIC RESPONSIBILITY OF THE COUNTRY TEAM AND THE IN-COUNTRY AID ELEMENT.

10. THE EMBASSY'S EXPERIENCE WITH THE COORFINATION OF BILATERAL PROGRAMS THROUGH THE REGIONAL AID MISSION AT NIAMEY LEADS US TO THE CONCLUSION THAT THE TYPE OF PROGRAM PROPOSED IN THE COUNTRY DEVELOPMENT STRATEGY STATEMENT AND THE ABS FOR FY 80 CAN BEST BE ADMINISTERED BY AN IN-COUNTRY AID ELEMENT REPORTING DIRECTLY TO WASHINGTON. THE DISPERSION LIMITED OFFICIAL USE

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OF THE AUTHORITY WITHIN AID TO REGIONAL FUNDING MECHANISMS OR REGIONAL OFFICES SHOULD BE ONLY USED TO ENSURE COORDINATION OF TRULY REGIONAL PROJECTS INVOLVING SEVERAL COUNTRY.
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